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ABSTRACT

This report reviews the structure and functions of the Central Office of Cambridge Public Schools, Massachusetts. During the 1990s, the Cambridge school system and other Massachusetts school districts faced intense pressure to raise student achievement in the face of redefined public expectations for public schools. This change in expectations is the result of four factors: accelerating developments in the economy, equity, international comparisons, and research and theory. The report focuses on "Increasing Student Achievement through Professional Development"; "A Need for Clarity: Educational Goals at Cambridge Public Schools"; "A Need for Integration: Strategies for Student Achievement": "A Need for Effective School Systems Operations"; and "Policy Recommendations" (leadership coherence, developing system-wide goals, designating a Deputy Superintendent for Instruction, defining a system-wide instructional strategy, redesigning the Instructional Division of the Cambridge Public Schools, reorganizing school system operations, fostering and supporting school leadership, and obtaining professional office facilities for the school system's Central Office). A data supplement is attached. (SM)

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Better management for better schools

A review of the structure and functions of the Central Office of Cambridge Public Schools

Advisory Report

Rappaport Institute for Greater Boston
John F. Kennedy School of Government
Harvard University

A report presented to Cambridge Public Schools Superintendent Bobbie D'Alessandro on January 8, 2002, in response to a request for a strategic analysis of the staffing and organizational structures encompassing all Central Office, Support Service, and Curriculum Leadership/Supervision programs in the system.

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About this report

The Rappaport Institute for Greater Boston at Harvard University's John F. Kennedy School of Government seeks to improve the governance of the Greater Boston region. Working with public officials and other interested parties throughout the region, the Rappaport Institute is developing a wide range of tools to improve the development and implementation of public policy.

The Rappaport Institute is dedicated to working with all of the cities and towns in the region, but has a special commitment to its home city of Cambridge.

As part of its Fiscal Year 2002 budget, the Cambridge School Committee approved "the recommendation of the Superintendent to conduct a review of staffing and organizational structures encompassing all Central Office, Support Service, and Curriculum Leadership/ Supervision programs in the School Department. The purpose of the review will be to develop a plan to better serve schools, to become more efficient, to focus resources on high-priority objectives, and achieve administrative savings."

Superintendent Bobbie D'Alessandro engaged the Rappaport Institute to conduct the review. The Rappaport Institute asked Harry Spence, former Deputy Chancellor of the New York City Board of Education and a former Cambridge resident and City of Cambridge agency head, to lead the first phase of the review. This report assesses the functions and structure of the Central Office of the Cambridge Public Schools.

As project manager and author of this report, Spence interviewed dozens of officials in the City of Cambridge and others with knowledge of the system. He also conducted in-depth analysis of a wide range of documents. This report represents Spence's professional understanding of the issues and challenges facing the school system, as well as his understanding of the thinking of the interviewees.

Better management for better schools

A review of the structure and functions of the Central Office of Cambridge Public Schools

by Lewis H. Spence

In the last decade, Massachusetts, like other states around the nation, has redefined public expectations for public schools. As a result of these altered expectations, the Cambridge school system and other Massachusetts school districts face intense pressure to raise student achievement.

This change in expectations is a result of accelerating developments in at least four areas:

- *The economy:* An emerging knowledge economy requires a workforce that is technologically sophisticated, capable of analytic and critical thinking, and highly literate in both language arts and mathematics.
- *Equity:* The extent and persistence of the achievement gap – the significant difference in achievement between black and Latino students and other demographic groups – has focused attention on inequities in educational opportunities and outcomes.
- *International comparisons:* International comparisons of student achievement – using large-scale assessments such as NAPE and TIMMS – reveal relatively low levels of student achievement in the United States compared to other advanced industrial countries.
- *Research and theory:* New theories of intelligence have substantially undermined earlier notions of "inherent ability" on which public education in the United States rested for most of the last century. At the same time, more systematic research on instruction, like the large-scale research on reading instruction sponsored by the National Institute for Child Health and Human Development, has begun to support a more scientific assessment of the impact of different instructional practices on student achievement.

Variations in student achievement are no longer accepted as the natural outcomes of variations in inherent ability. Instead, schools are challenged to educate all children to a common standard, and to customize pedagogy and instructional supports as necessary to ensure that every child reaches that standard. Teachers are now expected to do more than know course content and present it clearly; there is much greater emphasis on the responsibility of the school and teacher to analyze the impediments to each child's learning and to

devise instructional strategies to overcome those barriers.

These changes in the nation's educational climate are driving school systems everywhere to examine their practices to determine their contribution to raising student achievement. Cambridge is no exception. As part of its reexamination of its educational practices, the school committee of the Cambridge Public Schools and its superintendent, Bobbie D'Alessandro, have sought a review of its Central Office functions.

Increasing student achievement through professional development

Any assessment of a school system's central office functions must be conducted against "best practices" that have been identified in the nation's school districts. However, those best practices do not stand alone; their effectiveness depends upon their alignment with a core organizational strategy that drives the decisions of the organization. The functions and organization of Cambridge Public Schools' Central Office must reflect the district's strategy for raising student achievement, and must be carefully aligned to relentlessly reinforce the district's strategy. The district's espoused strategy must, of course, meet a basic benchmark: It must be credible as a strategy for raising achievement, and offer some realistic promise of achieving its goals if effectively implemented.

There is a developing 'consensus of the learned' that one strategy holds the greatest promise for student achievement systemically - professional development

After many years in which strategies for improving schools washed like waves across the educational landscape when debate about strategies betrayed an underlying ideological cast, there is a developing "consensus of the learned" that one strategy holds the greatest promise for raising student achievement systemically. That strategy, most consistently and impressively applied in New York's District 2 in Manhattan, but also demonstrating promise in San Diego, in America's Choice schools and districts, and in selected schools around the country, is generally referred to as a "professional development" or "staff development" strategy.

This "staff development" strategy has been most widely disseminated through the writings of Richard Elmore of Harvard University. Professor Elmore has documented the core processes by which District 2 in Manhattan has incrementally but consistently raised student achievement over a decade. But the strategy, with only modest variation, is also being disseminated by Marc Tucker and Judy Codding at the National Center for Education and the Economy and its "America's Choice" whole school reform strategy; by Lauren Resnick at the University of Pittsburgh's Learning Research and

Development Center; and by Jim Stigler of the University of California at Los Angeles and his company, Learning Lab. In the New England region, Research for Better Teaching is perhaps the most widely known proponent of key elements of the professional development strategy.

The strategy is based on the assumption that student achievement can only be consistently improved if the instructional practices of teachers in each classroom are consistently improved. The strategy therefore requires a reallocation of resources to greatly increase professional development for all teachers. This professional development is carefully aligned to ensure a core of consistent educational practice among all teachers in a school. Both new and experienced teachers engage collaboratively in a constant examination of student work and teaching practice to strengthen their mastery of both content and pedagogy to support each child's learning. In this model, professional development is shared, sustained, supported, and tightly aligned with curriculum; not isolated, episodic, idiosyncratic, and incoherent.

The development and implementation of a system-wide staff development strategy is a complex and demanding task. It requires that the leadership of the school system maintain a relentless focus on teaching and learning, and enlist everyone in the system in doing the same. It requires that everyone in the system resist the multiple distractions from teaching and learning that every school system generates. It requires a willingness to directly address constituencies that protest the diminished attention they receive. It requires a willingness to confront the barriers to implementing the strategy that may exist in system politics, in organizational culture, in rules and regulations, in collective bargaining agreements, in existing school leadership, in "the way things are."

The staff development strategy is the only strategy that has demonstrated that it can support long-term, consistent, system-wide improvements in teaching and learning. There is no other credible strategy at present for system-wide improvements in student achievement.

A need for clarity: Educational goals at Cambridge Public Schools

The Cambridge school system has recently introduced critical components that could contribute to a system-wide strategy and have resulted in a greater focus on teaching and learning. These changes include the creation of the Departments of Professional Development and of Student Achievement and Accountability, the development of a District Improvement Plan, and the superintendent's recent request for examples of student writing in her visits to schools. These and many other changes in the system have sharpened the focus on teaching and learning.

Nonetheless, the system has not yet clearly espoused a focused, coherent organizational strategy. In general, when school leaders, members of the central office leadership team, the superintendent, or school committee members are asked what the school system's strategy for raising

student achievement is, they cannot identify a single, unifying strategy. They point to a number of improvement strategies that are underway in the system, but each strategy tends to be a "stand alone" effort. There is no overarching framework for improving teaching and learning. The multiple activities of the school system lack the coherence necessary to consistently raise student achievement.

This problem of incoherence is most clearly evidenced in the proliferation of inconsistent or redundant system goals. There are at least three sets of identified system goals: the eleven goals of the system identified in the mission statement; the four goals enunciated by the school committee as a result of their efforts to clarify their own goals; and the three goals enunciated by the superintendent as the focus of the current school year. These multiple goals have provoked frustration and confusion in every person interviewed for this review. Some interviewees even spoke of "the eleven, the four, and the three."

Further evidence of the system's inability to define and sustain a coherent strategic focus is offered by the controversy over the system's District Improvement Plan. This document was laboriously assembled over a period of months by the instructional leadership team. Consistent with their understanding of Cambridge politics, the team members sought to ensure the document's acceptability by engaging in an inclusive process for the plan's development. But when the school committee was asked to endorse the plan, they demurred, expressing a range of reservations about the plan. The plan exists in a kind of limbo now, used by the leadership team as a guide for their efforts but denied the legitimacy of a fully authorized systemic strategy. This kind of uneasy standoff between committee and executive staff on fundamental strategy ensures that the system cannot move forward with clarity.

The pain that results from the lack of clarity and coherence in the system is palpable at all levels. Interviewees at the school committee level, the Central Office level and the school level agreed that many central office staff members, particularly at senior levels, are working extraordinarily long hours. But everyone, and most poignantly the Central Office leadership team, reported feeling pained and frustrated that this enormous effort was dispersed over such an array of crucial and inconsequential tasks. This feeling of overwhelmed incoherence is a "dead giveaway" for the need for greatly increased strategic focus. Not only would such a focus improve systemic outcomes; it should relieve a great deal of very real human pain in the system.

A need for integration: Strategies for student achievement

The organizational structure of the Central Office of the Cambridge Public Schools reflects the incoherent state of the system's strategy. As the system has adopted multiple goals, as well as several disconnected strategies, the organizational structure has taken on new and important components - but they are not organized in a coherent and strategic fashion.

The addition of a Professional Development Department and a Student Achievement and Accountability Department to the Instructional Division of the Central Office reflects an appropriate desire to focus the organization on professional development, student achievement data, and organizational accountability. But the relation of these new departments to each other and to the acting deputy superintendent for curriculum and instruction does not encourage the integration of these instructional functions into a coherent strategy for improving teaching and learning. Responsibility for professional development, for example, is spread between the Professional Development Department, the curriculum coordinators in Curriculum and Instruction, the principals of the individual schools, and the Department of Special Education. There is no coordination among these, nor is anyone clearly authorized to create that coordination. The director of Professional Development has requested that she be informed of all professional development activities, but compliance has been spotty, and the director of Professional Development does not have the institutional authority to enforce her compliance request.

In like fashion, while Student Achievement and Accountability (SA&A) has clearly made very valuable contributions to the work of the system, the responsibilities and functions of the department are unclear and confusing to many. The department spent a great deal of time overseeing the Fletcher/Maynard merger, and generally got high marks for its work. SA&A's current collaboration with the Harrington School on the development of a School Improvement Plan gets widespread plaudits ("the best thing Central Office has done in my many years in the system," commented one observer). The department took lead responsibility for organizing the process for the development of the District Improvement Plan. Much of this work has been praiseworthy, but it is not clear how responsibility for the plan will be assigned. The formal scope of Student Achievement and Accountability's charge remains confusing. Some schools have been the beneficiaries of important assistance from Student Achievement and Accountability and express gratitude to the department. Others are unable to understand its charge.

As a result of this confusion, the crucial alignment among instructional strategy, curriculum, professional development, and assessment is generally lacking in the Cambridge Public Schools. Principals are best positioned among the leaders in the system to introduce alignment among these elements in individual schools, and a few principals who are extremely instructionally focused have sought to create such alignment. But the absence of a system-wide commitment to alignment, and the absence of anyone with system-wide authority to promote such alignment make it an exceptional rather than an assumed characteristic of the system. Often, in fact, school-level instructional strategies and system-level supports not only are separate, but may even work at cross-purposes.

The absence of any consistent system-wide strategy for student achievement has led to a high degree of variability among schools' achievement levels. Some schools pursue integrated instructional strategies, and have generally shown greater gains in student achievement. Others do not, and not surprisingly, show more random outcomes in their achievement levels. Since the schools that do not pursue integrated instructional strategies tend to

serve the city's poorer neighborhoods, the system's *laissez-faire* approach only aggravates the differences in achievement that would be predicted based on income, race, and other socio-economic factors. The system's single high school is then asked to "cure" the inequities bred in the elementary schools that feed into it. "Ninth graders arrive at the high school with no uniformity in what they have studied and huge variations in achievement. You read *Macbeth*, and some kids have never read Shakespeare in school, while others have already read it twice," commented one observer. Predictably, the high school is caught in controversy and cognitive dissonance as it seeks too late to overcome the wide disparities in the backgrounds and preparation of its students.

A need for effective school system operations

In order for any instructional strategy to drive a sustained improvement in teaching and learning, it must be supported by effective school system operations. Effective school system operations—rational purchasing policies and practices, prompt payment of bills, sound building maintenance and custodial operations, aggressive hiring practices, to name a just a few—are essential to instructional improvement. A school system that cannot deliver reasonable and responsive "business" service to its teachers, students, parents, and administrators cannot succeed in the complex organizational and human work of executing a powerful instructional strategy.

The purchasing, payables, and information technology operations of the Cambridge school system pose great barriers to the school system's success. Without exception, school-level personnel characterize the purchasing system as largely unworkable, the accounts payable system as a hindrance to eliciting the commitment of both staff and contractors, and the information technology system as unreliable, confusing, and rife with ongoing administrative feuding. In addition, the current organization of school system operations lacks an effective middle management structure and a means of enforcing performance standards. In the absence of effective middle management, an enormous number of decisions are bottlenecked at senior levels of supervision. The process and the criteria for decision-making in operations is far from transparent, a situation that has bred frustration and mistrust in the system.

Policy recommendations

Step 1: Leadership Coherence

The relationship among the members of the school committee and the relationship between the school committee and the superintendent are significant impediments to bringing coherence and effective focus to the work of the system. The failure of these relationships to support a system-wide approach to raising student

achievement is most starkly reflected in the confusion over system goals and strategies. Ironically, a previous effort to overcome this confusion resulted in further proliferation rather than clarification of goals. This suggests that the problem of the relationships among the leaders of the system—the school committee and the superintendent and her leadership team—is not incidental or idiosyncratic, but systemic.

Both the school committee and the superintendent have expressed a desire to define the goals and vision of the system more sharply, and to focus their time and energies more effectively. All appear to agree that the 1999-2000 school year, when the school committee issued some 490 orders to the superintendent, was the high water mark of mission confusion and committee intervention in executive functions. But habits from the past clearly persist, in spite of the resolve of all parties to change their behavior. Both committee and superintendent still struggle to maintain an essential instructional focus. Together, they have been unable yet to develop a core systemic strategy for student achievement.

This is hardly surprising: Developing an organizational culture that defines and focuses on essentials is not something that can be achieved overnight. In every school system, there are powerful forces that divert attention from essentials. In Cambridge, these forces are particularly strong for at least three reasons: 1) a long tradition of school and teacher autonomy; 2) an electoral system based on Proportional Representation, which empowers small constituencies with intensely held convictions; and 3) deep divisions in values and vision between Cambridge Civic Association and Independent representatives on the school committee. If Cambridge is to develop a shared vision and strategy for its schools and execute these effectively, it will need to overcome more than the usual impediments to change.

All agree that the 1999-2000 school year, when the school committee issued some 490 orders to the superintendent, was the high water mark of mission confusion

This suggests that the leadership of the Cambridge Public Schools could greatly benefit from sustained process consultation on both the internal dynamics of the school committee and on the committee/superintendent interface. With a new committee taking office in January 2002, this is a particularly promising time for the committee to engage the assistance of a process consultant for a term of a year or more. Such a consultant could assist the committee to work through its long-standing divisions effectively, to define appropriate goals, and to adopt a productive supervisory relationship with the superintendent. By working with the committee over a sustained period, observing committee meetings, and providing continuous feedback to the committee on its operations, the consultant could support the committee in establishing operating norms and routines that would focus the system on improved instruction and enhanced student achievement.

In the longer term, the committee should be evolving towards an operating style in which it clearly defines its primary goals for the school system and the quantitative and

qualitative measures by which progress towards those goals would be monitored. Similarly, in its supervisory role with the superintendent, the committee should define its goals for her personal performance and the manner in which the committee intends to evaluate progress towards those goals. The superintendent would then report at regular intervals to the committee on both organizational and individual level progress, and would present options for policy revision or development necessitated by the system's goals and strategies.

In the longer term, the committee should be evolving towards an operating style in which it clearly defines its primary goals and the measures by which progress towards these goals would be monitored

This structure of goals and measures would be the scaffold on which all other committee deliberations would rest. The committee would undoubtedly have to take up other matters, but they would be considered within the framework of a structure of goals and measures that helps the committee maintain its focus on teaching and learning and on its appropriate role in the leadership of the system.

If the crucial relationship between school committee and superintendent is to be fundamentally revised, the superintendent needs process consultation as well. An independent process consultant or coach could assist the superintendent in working with the committee to create a new, more focused organizational culture and in engendering that new culture in the system. Like the committee, the superintendent must be comfortable with her consultant, and the committee's consultant and the superintendent's process consultant (or executive coach) must coordinate closely to support the entire leadership structure in creating a highly focused and strategic team.

The cost of the two consultant organizations or individuals should not be a hindrance to undertaking this shared commitment to changing the organizational culture of the Cambridge Public Schools. If the committee prefers, there are very skilled nonprofit consulting organizations with significant schools experience that could be hired for this purpose. The potential benefits of this consultation are enormous relative to the cost, and the system can identify or raise the necessary funds without shortchanging the schools.

It should be noted that the use of process consultants and executive coaches is a well-established and widespread practice in the private sector. Public sector organizations are increasingly experimenting with the methodology. It is particularly appropriate in efforts to alter entrenched, dysfunctional organizational behaviors that all the parties are anxious to overcome, as in this case. It is no reflection on either the good will or the competence of the parties involved to propose process consultation. On the contrary, this is a practice that is common among the most capable executives, in recognition of the difficulty of revising organizational culture.

Step 2: Developing system-wide goals

With process consultation in place for both the school committee and the superintendent, the system will be in a position to define a core strategy for improving teaching and learning.

The development of such a strategy should start with a clearly identified goal around which to mobilize the energies of the system, and against which the system can measure its progress towards improvement. Many districts have adopted standardized testing results as the metric for measuring success. That approach is inappropriate for Cambridge, in light of the deeply held objections that many of the system's parents and constituents have towards standardized testing.

In discussions with the superintendent, a more appropriate and compelling System goal has emerged. Cambridge Public Schools could establish as its goal that every student in the school system be admitted to college. This goal gives a clear and practical cast to the system's aspirations for teaching and learning. In the knowledge economy we now inhabit, higher education is essential to full participation in the society of the 21st century. In addiuon, the goal is an achievable one - Boston's Jeremiah Burke High School achieved it this past year, against far greater obstacles than those that the Cambridge school system faces.

Initially, the goal could be that every graduate be admitted to a college, either two- or four-year. While some might choose to pursue technical training in a non-degree granting program, every student should have the option of obtaining some postsecondary degree. With time, the system could ratchet up its expectations to admissions to a four-year degree program, and/or define college admission as meaning "matriculation without remediation." Ultimately, Cambridge could set a goal related not just to college admission, but also to college completion, since a large proportion of the most academically vulnerable college students in the United States do not complete college. But for the immediate future, the Cambridge Public Schools could focus on admission to any college program as its proximate goal.

Initially, the goal could be that every graduate be admitted to a college, either two- or four-year. Every student should have the opportunity of obtaining some postsecondary degree

This goal could then be used to drive a systemic focus on teaching and learning, and to undergird a system-wide staff development strategy for raising student achievement. The detailed development of such a strategy, however, will require that the instructional leadership of the system be made coherent and integrated. This necessitates turning to the reorganization of the Central Office instructional functions, prior to any elaboration of a system-wide staff development strategy for raising student achievement.

Step 3: Creating an integrated instructional division

Step 3(a): Designating a deputy superintendent for instruction

As discussed earlier, the current structure of instructional support in the Central Office contains all the elements necessary for a staff development strategy, but these elements are not organized in an integrated and coherent fashion. Four key instructional departments—Curriculum and Instruction, Professional Development, Student Achievement and Accountability, and Special Education—operate side-by-side without the benefit of a clear structure of integration and accountability.

To overcome this structural failing, the four instructional departments need to be reorganized, integrated, and placed under the leadership of a single deputy superintendent, responsible and accountable for the formulation and implementation of a staff development strategy for improving teaching and learning. This person should be charged with coordinating all aspects of the Instructional Division to ensure their sharp focus on the continuous improvement of teaching practice and student learning in the Cambridge Public Schools.

It is important to emphasize that the instructional leadership of any school system must be lodged in a deputy superintendent, not in the superintendent herself. The external demands on a superintendent are simply too extensive to allow a superintendent to serve as the chief instructional leader of a system. Only a deputy can spend the time and energy on the internal workings of the instructional system that are necessary to achieve sustained improvement in teaching and learning. The task of the superintendent is to mobilize the necessary political, financial and organizational support to drive a compelling instructional strategy, and to ensure that every aspect of the system is directed at supporting the system's instructional strategy.

Step 3(b): Defining a system-wide instructional strategy

Cambridge's staff development strategy must be capacious enough to encompass the diversity of educational practices that must exist in such a diverse system. But the strategy must require that every such educational practice be tested against its contribution to improved teaching and learning. Such a test will not require uniformity in instructional practice, but it will force some winnowing of the many approaches to instruction in Cambridge schools. A focused system-wide instructional strategy can embrace and support an array of school cultures within a system, but it cannot allow instructional incoherence to damage students' opportunities to learn.

It is worth pointing out the current incoherence that exists across the curricula of the Cambridge Public Schools does not result from lack of staff capacity. The system has a total of fifteen curriculum coordinators, of which thirteen are currently filled. The problem of

incoherence in the curriculum of the Cambridge Public Schools is rather a result of the absence of a political commitment to curricular coherence. If the Cambridge school system genuinely commits to increasing curricular coherence to ensure that every child gets access to the highest standard of instruction, it can achieve that goal through a variety of organizational instruments.

Cambridge can draw on its experience with a wide variety of curricular materials to evaluate the most effective curricula for use in its schools. By drawing on system-wide committees of outstanding teachers and administrators, the Cambridge school system can draw on its somewhat fragmented history to increase coherence and create system-wide consensus on the most effective approaches to different core subjects. As one observer commented, "We've had a large staff of curriculum coordinators, and we still haven't gotten coherence. It's not a resource or capacity problem."

By drawing on system-wide committees of outstanding teachers and administrators, the Cambridge school system can increase coherence and create consensus on the most effective approaches to core subjects

In all conversations with school-level teachers and administrators there was broad consensus that the Cambridge school system urgently needs greater coherence in its curricula and its instructional policies and practices. Several staff referenced the need for greater clarity in key instructional policies such as promotional policy. Based on the evidence of this review, the school system would embrace an initiative by the superintendent and the school committee to increase coherence in the system, so long as that initiative were conducted in a collaborative and deliberate manner.

Step 3(c): Redesigning the instructional division

The work of redesigning the Instructional Division of the Cambridge Public Schools must be accomplished by the system itself, under the leadership of the superintendent and the deputy superintendent for instruction. Any effort to impose a design for the division from outside will result in diminished ownership in the structure by the system, and will therefore imperil its success. Key tactical decisions must be made concerning how detailed a redesign should be developed prior to hiring a deputy superintendent for instruction. Difficult decisions concerning the appropriate future roles of each of the current instructional leaders will be necessary. In all of this, the superintendent's process consultant can be a source of invaluable perspective on the change process.

But while a redesign of the instructional activities of the Central Office is not possible now, certain parameters for that redesign can be defined:

- A staff development strategy for the improvement of teaching and learning must be school-based. The creation of a school culture of continuous learning and reflection on instructional practice is central to the success of such a strategy. Principals must be potent and knowledgeable champions of a school's staff development strategy, and must enlist teacher-leaders in the design and creation of an effective strategy. The role of the central instructional staff is to provide guidance, support, data and research findings, and ultimately to ensure quality control and implementation support for each school's staff development strategy. In addition, the system may define areas of focus, as the superintendent has in recent years in driving improvements in early grade literacy. Central Office approval of each school's staff development plan is a reasonable requirement for quality control purposes. But the school strategy must be deeply owned by school staff. The work of Student Achievement and Accountability with the staff of the Harrington School on a School Improvement Plan is an emerging model for the central/school relationship in staff development.
- Several key benchmarks must be identified as indicators of schools' adoption of and commitment to an effective staff development strategy. These benchmarks include frequent and sustained collaborative examination of student work, the development of a norm of both supervisory and peer classroom observation, the use of assessment data for diagnostic purposes to guide instruction, and constant communication among school staff to ensure the integration of curriculum and pedagogical practice. Where school leadership is incapable of guiding and supporting the school community in the adoption of such norms and practices, the superintendent is responsible for replacing that principal.
- There is considerable expertise in staff development-driven instructional strategies within the school system. This expertise must be actively drawn into the work of creating a design for an integrated instructional division. Most important, several of Cambridge's principals are extremely knowledgeable about staff development strategies, having pursued them in their own schools successfully. These principals must be deeply engaged in the design effort. Similarly, Cambridge has a startling number of teachers certified by the National Board for Professional Teaching Standards. These and other highly qualified teachers should be engaged in the design process. Ultimately, of course, the superintendent must approve the design, and the superintendent must be a partner in the design process from the outset. The school committee must understand and support the rationale for a redesigned instructional division.
- A genuine staff development strategy for strengthening teaching and learning must foster collaboration among principals in the district, just as it fosters collaboration among teachers in each school. If principals are to develop as effective instructional leaders, they must collectively examine their leadership practice and learn from the experience of the entire system, not only from the circumscribed experience of their own school. This collaboration fosters learning, analysis, and reflection, and is essential to continuous improvement in school leadership.

- The functions of the Department of Student Achievement and Accountability must be integrated into the activities of all of the instructional division. A focus on diagnostic data analysis must be a founding principle of the division, as must principles of accountability.
- The position of curriculum coordinator must be redefined or eliminated, and any such revised function, focused in support of a staff development strategy, must be school-based, not Central Office-based. Some may argue that efficiencies of scale require that these or related functions be centrally deployed. But the inherent difficulties of supervising such staff and effectively defining their relation to schools and school principals are such that they overwhelm any presumed value in central deployment. Finally, we know that a staff development strategy requires part- or full-time staff developers within each school, to provide the coordination and classroom follow-up to staff development activities. Staff development workshops that are not followed up in the classroom by staff development specialists have negligible effect on teaching practice.
- The appropriate central office staffing for overseeing and supporting the development of school-based staff development strategies depends greatly on context and critical tactical choices. Most importantly, the fundamental division of responsibility for these matters between the Central Office and schools must be decided and designed from the outset. In addition, the staffing of the central function may fluctuate over time. The system might decide to undertake a system-wide focus on some core competency, e.g., writing, and staff centrally with some number of writing specialists for a limited period of time. The school system's experience with the introduction of a more uniform approach to early grade literacy, though not without flaws, can inform future efforts in strengthening teaching and learning at the school level.
- Dollars currently spent on full-time curriculum staff can be redeployed to buy the time of outstanding teachers and instructional leaders in schools for school-based or system-wide work on curriculum or staff development. Many argue that staff developers should generally be part-time in this function, so that they may continue part-time in the classroom, thereby maintaining the credibility and competence that derives from constant exposure to classroom practice. These are organizational decisions that warrant discussion, and in which local school strategy, context, and preference should weigh heavily. Again, the model of Student Achievement and Accountability's work with schools is illustrative of possible effective and rewarding central/school collaborations.

Step 4: Reorganizing school system operations

Cambridge Public Schools must identify and authorize a single point of responsibility and accountability for school system operations. The system should appoint a chief of operations to assume responsibility for finance (including budgeting, purchasing and payables), human resources, information technology (including

both administrative and instructional technology), and facilities and support services (transportation, food, and security). The chief of operations should report to the superintendent.

Each of the four operations departments should fall under the jurisdiction of a single department head accountable for performance in that area. Finally, the chief of operations should be responsible for coordinating collective bargaining strategy, involving other high-level Cambridge Public Schools officials.

Clear performance measures must be established for each area of operations. Processing times are the obvious primary measures of performance in purchasing and payables. Management Services is already working on developing data systems for these measures. Regular board review of performance data can be a powerful driver of improved operations in this area.

Determining measures for IT performance is a more complex task due in part to the bifurcated nature of IT work in school systems. Understandably, school systems struggle to define the appropriate organizational relation between administrative and instructional technology. Dividing responsibility for these two areas often fosters competition and lack of integration, to the detriment of the system. Unless a school system has the good fortune to identify a person with expertise in both areas, school systems typically hire an IT professional to serve as chief technology officer, and appoint someone knowledgeable in instructional technology as deputy. This hiring strategy requires that the system's chief technology officer demonstrate a genuine appreciation for and commitment to the instructional agenda, even if lacking expertise in that area.

The role of information technology in today's business operations has become so central that the ability of other departments to function smoothly depends largely on the competence of IT leadership and staff. The data generated by IT systems is crucial to operations from purchasing to student support systems to assessment. Moreover, the ability of an organization to decentralize operations depends on the availability of performance data to preserve alignment between decentralized operations and overall organizational goals. For this reason, the Cambridge school system needs to give much higher priority to the design, management, and maintenance of its administrative and instructional IT systems.

It is the view of some key managers in City Hall that the school system's management services department is currently understaffed. This may be one area in which the system needs to invest, rather than downsize, to prevent weaknesses in system operations from crippling the school system's drive for improvement.

Step 5: Fostering and supporting school leadership

The inculcation of effective staff development practices into the culture of each school requires the development of an effective team of instructional leaders, both administrators and teachers, in every school. The task of the central administration is to foster the development of such school leadership teams and provide them support.

In order to ensure that school principals and their teams get the attention and support that they require, principals should continue to report directly to the superintendent. With the proposed reorganization of Central Office functions, the number of central direct reports to the superintendent will decline dramatically from seven senior reports to three: the deputy superintendent for instruction, the chief of operations, and the general counsel (also reporting to the school committee). This will allow the superintendent to focus a much greater portion of her time and energy on supervising, evaluating, supporting, and running interference for school principals. Together, the superintendent (with the support of the school committee) and the principals ensure the responsiveness of Central Office functions to the support needs of the schools.

At the same time, given the critical nature of principal leadership, the Cambridge school system needs to invest increased energy and resources in the identification, preparation, and continuing professional development of principals. In like fashion, principals must identify and develop teacher leaders in each school. The Cambridge school system counts some exceptional principals among its ranks, but will have to continue working to substantially upgrade the quality of its poorer performing principals if it is to succeed in raising achievement and increasing opportunity for all children.

Step 6: Obtaining professional office facilities for Central Office

The quality and condition of the office facilities that the school system's Central Office occupies is not a small impediment to the improvements in teaching and learning proposed here.

The grossly inefficient facilities get in the way of essential communication and cooperation among Central Office staff. Inefficiencies and failures in the telephone and computer systems dog the daily life of critical managers and staff. More important, they convey the impression that the Cambridge school system is antiquated, run-down, and devoid of pride in its appearance and, by extension, its work. Many staff members have bravely tried to make their surroundings more inviting, but the age and decrepit condition of the building frustrate all attempts to communicate that the Cambridge public school system is a competent and dignified organization. While unintended, the building's condition conveys contempt not only for the Central Office staff but also for the enterprise of public education in Cambridge. Cambridge's school facilities have been dramatically improved in the last several years. It is now essential to make the same commitment to decent facilities for the Central Office.

Toward better management for better schools

Cambridge lies at a critical moment of its history. The city has achieved a wonderful quality of life for many of its citizens. Despite lingering inequalities that originate in national economic and social processes, the city offers all of its people a great range of educational, cultural, economic opportunities. The problems of the city are very real, ranging from an acute shortage of affordable housing to traffic congestion to environmental challenges that beset most urban areas. But the public schools – the need to provide not only a quality and equitable education, but the need to do it efficiently – pose perhaps the most profound challenge of all.

In the preparation of this report, the author was struck not only by the intelligence and the commitment of Cambridge's people to achieve the best education system possible, but also by their willingness to consider making whatever reforms are necessary to achieve that goal. The district clearly has the vision, the financial wherewithal, and the desire to provide the best education for every child in the system. Those assets, combined with a clear strategic approach, can help Cantabridgians realize their dreams.

Now the hard work begins.

About the author

Lewis H. "Harry" Spence has had a distinguished career in state and local public service in Massachusetts and beyond. Recently appointed as commissioner of the Department of Social Services by Governor Jane Swift, he served as Deputy Chancellor for Operations for the New York City Public Schools, the nation's largest school system with a $10 billion budget and more than 1.1 million students, from 1995 to 2000. In that position, Spence oversaw the school system's budget and finances, information systems, collective bargaining, school facilities, and student safety. Spence spent four years working for the City of Chelsea, where he restored financial stability to the city as receiver, deputy receiver, and chief operating officer. From 1980 to 1984, Spence served as the receiver of the Boston Housing Authority. From 1975 to 1978, he was executive director of the Cambridge Housing Authority. He has also acted as director of the Somerville Housing Authority, project director for Hyatt Hotels, and vice president for hotel development for the Beacon Companies.
Spence is a graduate of Harvard College and Harvard Law School.

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Better management for better schools

A review of the structure and functions of the Central Office of Cambridge Public Schools

Data Supplement

Rappaport Institute for Greater Boston
John F. Kennedy School of Government
Harvard University

Figure 1: Categorical Staffing levels, CPS Central Administration
Figure 2: Categorical Staffing Level Trends, FY95 – FY02
Figure 3: Enrollment & Staffing Level Trends, FY95 – FY02
Figure 4: Statewide Comparison of Chapter 70 Spending by District

Figure 1: Categorical Staffing Levels, CPS Central Administration

		1995	1996	1997	1998	1999	2000	2001	2002
Learning Support	Administrators	14.00	16.00	12.50	12.50	12.67	17.00	17.00	16.00
	Teachers	8.80	7.30	10.20	10.70	9.50	7.80	10.57	12.17
	Clerical	9.50	9.50	11.76	11.76	10.57	10.00	10.00	10.00
	Aides 6/7/8	2.00	2.00	1.00	1.00	1.00	1.00	1.00	1.00
	Others: full time	12.25	11.85	12.35	12.35	11.84	10.85	9.25	8.92
	Aides 2/3/4	0.00	0.00	1.00	1.00	1.00	1.00	1.00	1.00
	Total	46.55	46.65	48.81	49.31	46.58	47.65	48.82	49.09
Central Support	Administrators	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00
	Clerical	11.50	11.50	11.50	11.50	12.93	12.93	12.50	12.50
	Other: full time	5.00	5.00	5.00	5.00	7.00	8.00	9.50	9.50
	Total	20.50	20.50	20.50	20.50	23.93	24.93	26.00	26.00
District Management	Administrators	11.00	11.00	10.41	10.41	13.07	14.66	14.00	13.00
	Teachers	4.00	3.00	3.80	4.00	7.00	5.00	3.00	2.20
	Clerical	16.00	16.00	14.27	14.27	15.28	17.85	17.28	15.28
	Aides 6/7/8	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	Others: full time	2.65	2.65	4.45	5.45	5.15	8.15	11.15	8.15
	Aides 2/3/4	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
	Total	35.65	34.65	34.94	36.14	42.50	47.66	47.43	40.63

The Cambridge Public School (CPS) budget includes three expenditure/staffing categories relevant to Central Administration: Learning Support, Central Support, and District-wide Management.

Learning Support Programs include about fifteen curriculum department administrations, the Teacher Resource Center, staff development resources, data assessment and fundraising.

Central Support Services Programs include financial and computer services.

District-wide Management Programs include the Superintendent, Deputy Superintendent and Assistant Superintendent's offices and other central offices for public relations, professional development, human resources, curriculum and instruction, school improvement plan management, legal services and student registration.

School Support, a fourth category of Central Administration investment, which includes food services, plant maintenance and operations, custodial services, security and transportation, has not been included in this analysis.

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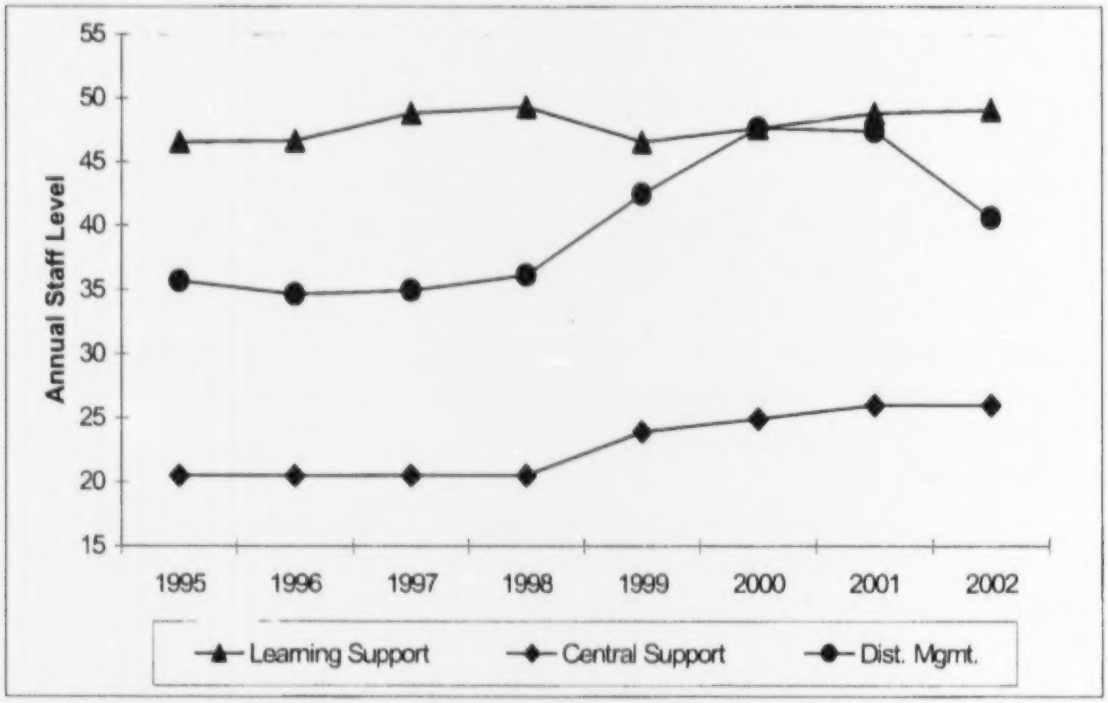
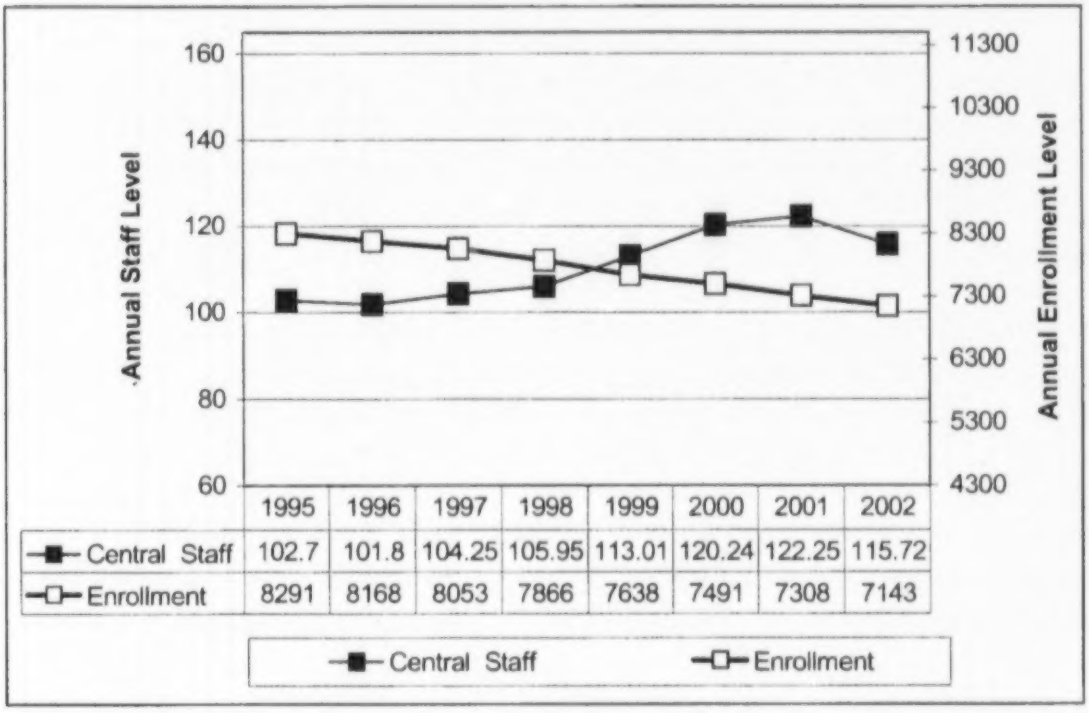
Figure 2: Categorical Staffing Level Trends, FY95 - FY02



This figure illustrates data presented in Figure 1. Each line represents the total staffing level within each category of Central Administration. The trends demonstrate that each category has experienced a unique pattern of development during this period of time.

Figure 3: Enrollment & Staffing Level Trends, FY95 – FY02



	1995	1996	1997	1998	1999	2000	2001	2002
Central Staff	102.7	101.8	104.25	105.95	113.01	120.24	122.25	115.72
Enrollment	8291	8168	8053	7866	7638	7491	7308	7143

This figure also illustrates data from Figure 1. The Central Staff line represents the total staffing level from all three categories of Central Administration included in the analysis. The Enrollment line accounts for all students in Cambridge Public Schools during this time. Please note that the staffing levels are plotted on the left vertical axis and enrollment levels on the right. The values of each data point are provided in the adjacent table.

The figure shows that enrollment has declined in every year from 8291 pupils in 1994-95 to 7143 in 2001-02. Central Staff decreased in size in FY02 after several years of growth from 102.7 in 1994-95 to a peak of 122.25 in 2000-01.

Figures 4a, 4b, and 4c: Statewide Comparisons of Chapter 70 Spending by District

These statewide comparisons were based on three groupings of districts from the Commonwealth of Massachusetts to provide peer group analysis for Cambridge Public Schools. "Geographic Peer Group" includes six other districts from the Boston Metropolitan area. "Membership Size" includes 16 other districts that have at least 6500 students but not Boston because it is dramatically larger than all the others within the sample. "Expenditures per Member" includes 18 other districts that spend at least $8000 annually per student. "Membership Size" and "Member" refer to enrollment.

Considering all 35 districts in the sample, the average membership and per-member spending are 6796.2 and $8260.7. The median values for membership and spending are 6437.0 and $8496.0.

The data in the rows below "Membership" and "$/Member" refer to percentages of the Chapter 70 Foundation Budget guideline that each district actually expends in each category listed at left. The dominant pattern within these data is that Cambridge is consistently the first or second district within each peer group across the categories of spending in the Chapter 70 Foundation Budget.

Figure 4a: Geographic Peer Group

DISTRICT	ARLINGTON	BELMONT	BOSTON	BROOKLINE	**CAMBRIDGE**	SOMERVILLE	WATERTOWN	*Cambridge Rank*
Membership	4,222.6	3,527.8	63,360.5	6,069.3	**7,383.3**	6,413.2	2,639.9	2
$/Member	7,571	6,919	8,880	8,972	**12,623**	8,359	9,477	1
Teaching	142.53	149.37	116.94	162.13	**186.94**	101.1	165.67	1
Support	33.72	33.02	32	62.63	**55.96**	54.3	54.37	2
Assistants	164.22	218.97	258.34	445.87	**560.19**	266.69	359.52	1
Principals	117.61	100.18	134.45	117.45	**160.23**	109.41	100.63	1
Clerical	217.35	168.09	157.55	217.2	**375**	112.03	169.34	1
Health	134.82	114.74	188.09	219.67	**314.25**	0	146.96	1
Central	39.52	46.45	67.7	90.29	**90.75**	45.64	62	1
Custodial	158.79	106.4	112.07	157.12	**160.07**	133.2	117	1
Benefits	209.77	115.95	140	153.5	**241.2**	161.34	164.55	1
Professional Development	172.15	154.98	126.8	172.45	**117.82**	160.06	93.32	6
Athletics	107.4	102.94	45.36	117.14	**65.42**	73.7	172.71	6
Extra-curricular Activities	43.86	128.73	0	72.41	**114.97**	92.29	84.46	2
Maintenance	161.04	166.3	132.72	275	**169.68**	117.97	149.81	2
SPED Tuition	288.71	302.04	251.08	275.59	**565.17**	346.17	370.62	1
Miscellaneous	52.31	69.27	356.51	156.19	**520.75**	678.46	175.12	2
Books & Equipment	83.04	94.16	101.55	152.82	**166.94**	80.4	176.29	2
Extra-ordinary Maintenance	9.75	0	0	0	**29**	0	6.22	1

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Figure 4b: Membership Size

DISTRICT	ATTLEBORO	BARNSTABLE	BILLERICA	CAMBRIDGE	CHICOPEE	FRAMINGHAM	HAVERHILL	HOLYOKE	LEOMINSTER	METHUEN	PEABODY
Membership	6,739.6	6,974.5	6,878.2	7,383.3	7,880.0	8,413.1	8,521.7	7,404.5	6,437.0	6,540.5	6,708.8
$/Member	$ 5,887	$ 6,605	$ 5,952	$ 12,623	$ 6,702	$ 7,910	$ 6,437	$ 8,728	$ 6,032	$ 6,294	$ 6,797
Teaching	118.03	141.06	148.4	186.94	114.54	144.86	122.13	107.81	103.93	114.48	121.68
Support	22.66	30.14	19.44	55.96	0.77	47.59	38.4	47.9	26.85	32.43	27.48
Assistants	250.51	399.3	167.06	560.19	515.68	181.05	142.73	280.96	196.47	170.7	224.34
Principals	75.29	101.79	65.1	160.23	105.37	90.34	104.5	113.82	68.82	74.25	89.05
Clerical	145.79	159.89	122.69	375	91.71	182.41	139.9	204.75	111.92	148.69	124.13
Health	155.91	168.91	112.67	314.25	106.52	182.33	0	247.14	97.55	156.93	136.88
Central	28.75	47.93	19.86	90.75	61.1	43.44	31.75	37.77	30.01	31.04	25.48
Custodial	82.42	121.03	135.21	160.07	140.23	157.99	121.2	110.54	78.38	104.85	143.03
Benefits	107.07	73.17	148.63	241.2	132.99	186.18	131.74	78.82	94.21	94.64	124.82
Professional Development	143.52	148.58	140.65	117.82	149.14	45.34	78.72	102.07	118.81	128.17	149.05
Athletics	67.57	102.42	90.42	65.42	83.2	116.86	101.69	117.31	78.06	88.34	73.89
Extracurricular Activities	17.31	0	0	114.97	0	46.99	49.39	202.72	50.02	75.38	0
Maintenance	183.81	129.53	140.82	169.68	83.38	134.11	97.86	131.92	147.68	184.86	186.79
SPED Tuition	126.28	157.87	301.48	565.17	317.33	386.01	174.59	389.4	391.84	201.93	276.76
Miscellaneous	250.67	266	50.92	520.75	214.96	139.05	231.27	170.91	328.24	100.22	211.86
Books & Equipment	96.2	85.85	82.4	166.94	92.52	143.22	83.29	216.56	149.96	133.55	143.09
Extraordinary Maintenance	0.9	0	0	29	0	0	0	30.4	0	18.56	0

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Figure 4b: Membership Size (continued)

DISTRICT	PITTSFIELD	SOMERVILLE	TAUNTON	WACHUSETT	WESTFIELD	WEYMOUTH	*Cambridge Rank*
Membership	6,784.4	6,413.2	7,947.5	6,564.3	6,639.0	6,929.0	*6*
$/Member	$ 7,071	$ 8,359	$ 6,427	$ 6,356	$ 6,413	$ 6,344	*1*
Teaching	116.13	101.1	107.59	143.91	128.92	131.41	*1*
Support	39.29	54.3	26.98	21.51	33.92	32.87	*1*
Assistants	220.2	266.69	283.39	163.92	268.38	143.85	*1*
Principals	78.17	109.41	80.76	139.31	100.24	85.92	*1*
Clerical	113.15	112.03	158.87	119.11	148.52	169.2	*1*
Health	60.92	0	132.11	114.27	130.73	87.84	*1*
Central	30.61	45.64	26.72	34.14	29	0	*1*
Custodial	145.66	133.2	137.56	119.26	140.45	131.85	*1*
Benefits	190.24	161.34	126.15	81.76	130.23	113.33	*1*
Professional Development	122.2	160.06	111.18	156.11	130.02	137.05	*13*
Athletics	49.47	73.7	66.1	73.48	69.88	62.67	*15*
Extracurricular Activities	35.05	92.29	39.85	16.57	20.04	40.39	*2*
Maintenance	123.67	117.97	90.27	106.67	126.94	108.39	*4*
SPED Tuition	78.63	346.17	212.56	255.06	92.77	366.05	*1*
Miscellaneous	151.31	678.46	75.01	196.36	142.28	78.25	*2*
Books & Equipment	71.75	80.4	174.82	143.51	57.94	52.85	*3*
Extraordinary Maintenance	0	0	6.52	60.59	3.37	0.66	*3*

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Figure 4c: Expenditures per Member

DISTRICT	BEDFORD	BOSTON	BROOKLINE	CAMBRIDGE	CHATHAM	HOLYOKE	LENOX	MEDFORD	NANTUCKET	NEWTON
Membership	2,159.7	63,360.5	6,069.3	7,383.3	720.8	7,404.5	832.9	4,887.7	1,194.1	11,201.7
$/Member	$ 8,622	$ 8,880	$ 8,972	$ 12,623	$ 9,916	$ 8,728	$ 8,893	$ 8,921	$ 11,665	$ 8,978
Teaching	183.78	116.94	162.13	186.94	236.12	107.81	192.94	149.37	215.1	174.06
Support	43.97	32	62.63	55.96	86.2	47.9	53.02	51.22	56.65	59.83
Assistants	239.86	258.34	445.87	560.19	277.47	280.96	492.61	245.96	775	506.28
Principals	91.72	134.45	117.45	160.23	160.22	113.82	118.37	79.4	133.49	111.92
Clerical	218.64	157.55	217.2	375	273.77	204.75	230.7	187.84	306.63	204.98
Health	0	188.09	219.67	314.25	145.58	247.14	255.34	108.1	212.97	155.63
Central	81.33	67.7	90.29	90.75	127.97	37.77	102.42	56.36	88.68	60.93
Custodial	210.72	112.07	157.12	160.07	40.73	110.54	251.76	145.77	479.62	144.44
Benefits	97.34	140	153.5	241.2	241.02	78.82	203.92	209.09	209.88	161.53
Professional Development	201.16	126.8	172.45	117.82	240.19	102.07	132.07	130.09	175.24	162.71
Athletics	184.51	45.36	117.14	55.42	0	117.31	184.05	58.6	412.91	89.85
Extracurricular Activities	130.49	0	72.41	114.97	0	202.72	329.75	17.5	237.35	44.11
Maintenance	196.25	132.72	275	165.58	249.02	131.92	194.39	125.26	325.82	106.92
SPED Tuition	448.5	251.08	275.59	565.17	254.75	389.4	51.91	300.04	61.76	249.87
Miscellaneous	263.86	356.51	156.19	520.75	268.9	170.91	333.34	537.32	298.65	140.23
Books & Equipment	135.84	101.55	152.82	166.94	153.83	216.56	160.65	77.16	226.86	80.44
Extraordinary Maintenance	0	0	0	29	0	30.4	0	13.54	0	84.94

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Figure 4c: Expenditures per Member (continued)

DISTRICT	PROVINCETOWN	SOMERVILLE	WALTHAM	WATERTOWN	WELLESLEY	WESTON	WESTWOOD	BERKSHIRE HILLS	FARMINGTON RIVER	*Cambridge Rank*
Membership	354.3	6,413.2	5,178.7	2,639.9	3,795.2	2,251.8	2,576.9	1,560.1	173.0	*3*
$/Member	$ 12,760	$ 8,359	$ 9,663	$ 9,477	$ 8,496	$ 9,341	$ 8,730	$ 9,727	$ 10,655	*2*
Teaching	303.39	101.1	148.67	165.67	186.26	184.23	162.06	180.03	100.12	*5*
Support	63.9	54.3	45.57	54.37	58.54	48.68	46.83	55.67	34.54	*7*
Assistants	458.89	266.69	155.64	359.52	401.09	534.85	215.24	435.09	352.55	*2*
Principals	259.79	109.41	115.99	100.63	119.73	117.4	121.6	117.05	60.84	*2*
Clerical	641.76	112.03	186.59	169.34	200.02	274.36	174.65	280.69	72.22	*2*
Health	271.59	0	192.47	146.96	149.07	176.45	184.26	159.66	102.56	*1*
Central	163.69	45.64	62.02	62	51.44	85.71	84.09	74.3	125.16	*5*
Custodial	328.94	133.2	121.37	117	176.1	280.5	179.73	171.16	80.74	*9*
Benefits	310.89	161.34	318.95	164.55	129.21	190.59	111.37	205.94	108.56	*3*
Professional Development	121.93	160.06	116.2	93.32	138.93	225.2	156.13	159.51	106.66	*15*
Athletics	422.6	73.7	120.65	172.71	199.89	251.56	128	117.67	0	*15*
Extracurricular Activities	54.88	92.29	0	84.46	83.3	226.09	198.88	84.83	0	*7*
Maintenance	240.02	117.97	117.69	149.81	135.56	193.74	286.67	156.78	131.69	*9*
SPED Tuition	248.65	346.17	401.33	370.62	288.85	215.87	347.55	129.5	486.26	*1*
Miscellaneous	1237.39	678.46	126.15	175.12	122.75	157.18	279.64	638.55	2083.48	*6*
Books & Equipment	354.91	80.4	119.16	176.29	144.8	203.82	318.39	133.87	115.58	*7*
Extraordinary Maintenance	0	0	20.88	6.22	33.6	10.38	31.55	9.62	0	*5*

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